

FINAL REPORT

IMPACT OF THE COMPACT OF FREE ASSOCIATION

1986 THROUGH 1988

TERRITORY OF GUAM

Office of the Governor
Territory of Guam

April 10, 1989

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SUMMARY AND ADDENDUM

**IMPACT OF THE COMPACT OF FREE ASSOCIATION
TERRITORY OF GUAM**

APRIL 10, 1989

SUMMARY AND ADDENDUM

IMPACT OF THE COMPACT OF FREE ASSOCIATION ON THE TERRITORY OF GUAM 1988

Introduction:

The population of Guam is a blend of many diverse ethnic groups. It has always been a source of pride for the island that new residents from Asia, the United States, and the Pacific are welcomed and accepted as full and participating members of the island community.

Yet another group of persons has recently chosen to call Guam home: citizens of the Freely Associated States, responding to immigration provisions of the Compact of Free Association. We warmly welcome them as our friends and neighbors. At the same time, we have concerns about their ability to successfully make the transition from a traditional to a western lifestyle on Guam. This transition depends on many factors. As responsive government leaders, we have obligations to ensure a free and appropriate education to our children, to assist with maintaining a healthful environment, to respond to the need for public safety, and to uphold the laws of Guam for the benefit of all of the Territory's residents.

The legal status of FAS citizens on Guam is unprecedented, and additionally, is not clearly defined. In the past, Guam's permanent immigrants have consisted of foreign citizens seeking U.S. citizenship. FAS citizens are not "permanent" according to Compact language, they are "habitual" residents.

The concept of "habitual residence" is a novel one, not recognized by the Immigration and Naturalization Service. To the INS, FAS citizens are non-immigrant aliens, issued an I-94 permit stamped "multiple entry," meaning that the permit has no expiration date. The permit is necessary for school enrollment and employment eligibility verification.

Immigration from the FAS is affecting all areas of government services. Congress has promised to act sympathetically and expeditiously to redress any adverse consequences of unrestricted immigration from the FAS. In addition, Congress has promised to reimburse the costs of increased educational and social services to the Government of Guam.

The federal government has not counted the number of persons availing themselves of the right of immigration into Guam under the Compact, although it is a federal responsibility to do so under Section 141(b) of the Compact. The number is currently

relatively small, perhaps as many as 3,000. Migration appears to be occurring by individuals and young families who come to Guam to attend school and to find jobs. Most FAS citizens on Guam appear to stay initially with extended family members or as roommates with others from their home islands. In some cases, children may come to Guam specifically to obtain medical treatment or to attend public school, and without the intention of remaining in the Territory.

It is not unusual for FAS citizens to live in substandard dwellings or in households of several families of up to 20 members. Some persons arrive on the island without even knowing where they will find a place to stay for the night. For unknown reasons, perhaps to protect their privacy and freedom of movement, some persons are unwilling to carry or give proper identification or to correctly identify their place of residence. Drivers often do not have valid Guam driver's licenses. Children occasionally come to Guam with no legal guardian. Past school and health records are usually not brought from the FAS.

These and other problems are partly the result of inadequate knowledge of what to expect or what is expected of new residents to the island. Cultural value differences make the necessity of certain bureaucratic and administrative rules and regulations puzzling to some FAS citizens. In addition, their permanent "temporary" legal status prohibits them from receiving many of the services available from the Government of Guam.

FAS citizens are daily entering the legal and bureaucratic limbo created by federal laws and regulations. The Government of Guam is ill-prepared to deal with the myriad of problems being encountered. Guam is requesting assistance, now, before these additional responsibilities overwhelm our resources.

Education:

We request Congress to appropriate funds authorized by the Compact to cover the costs incurred by the Government of Guam resulting the increased demands placed on our educational services. Additional costs of educational services totals \$3,949,704.

A. Department of Education (DOE)

The Compact (Article IV Section 141(a)) provides that FAS citizens may establish habitual residence and attend school on Guam without special permit. Under Guam law (17 GCA 6102), it is the duty of any parent, guardian or other persons having control

or charge of any child between the ages of five and sixteen years to send the child to a public or private full-time day school for the full-time of which such schools are in session. The Department of Education provides a free public education for all of Guam's residents. No period of residency is required.

The Department of Education has three goals with regard to the recent immigration of FAS students:

1. Provide a free and appropriate education for all students;
2. Assist families immigrating to Guam from the FAS and other areas make a successful transition to Guam through education, economic support, and services designed to ease the transition; and
3. Provide information to immigrating families about Guam's requirements with respect to school entry, health records, and realistic employment opportunities.

Between 1980 and 1985, the number of Micronesian students fluctuated yearly, from 314 to 402 students, counted on October 1 of each year. After the signing of the Compact, the number of Micronesian students showed a steady rise, from 402 students in 1985; 503 in 1986; 604 in 1987; to 615 in 1988. This is an increase in Micronesian students of 53 percent over the 1985 to 1988 period.

The recent DOE/Department of Defense FY 1988-89 Contract Agreement placed the average per pupil cost at \$3,908 per year. Using that figure, the Government of Guam is spending \$2.4 million in school year 1988/1989 to educate Micronesian children.

In addition to financial considerations, the Department of Education has administrative and academic concerns as well, including: health requirements not being met, lack of legal guardianship, lack of school records, and being out of school for extended periods.

B. Higher Education

Guam operates two institutions of higher education: the University of Guam (UOG) and the Guam Community College (GCC).

The University of Guam is authorized to grant associate, baccalaureate, and master's degrees. An applicant seeking admission as a Regular Student must have successfully completed 12 years of formal education or have passed the General Education Development (GED) Test. If an applicant does not meet the regular requirements for admission, the applicant may still be admitted to the University as a Special Student. Admission tests are not given. All entering freshmen are instead given placement tests in reading, writing, and mathematics to determine the level of proficiency and need for placement in remedial classes.

The annual cost of educating a student at UOG, over and above the cost of tuition, is \$5,313 per student. During 1988, there were 156 students from the FAS attending the University. The cost of educating these students was \$828,828.

The Guam Community College offers a number of programs at the high school, college, and adult levels. It grants vocational, adult, and GED high school diplomas; Technical Certificates; Journeyman Certificates; and Associate Degrees. The school is open to any 10th grader or persons 16 years of age and over.

The cost of educating a student at GCC is \$3,400 per student per year. During 1988, GCC was attended by 233 students. These students cost \$792,200 annually.

The total cost to the Government of Guam of educating FAS students at UOG and GCC was \$1,621,028 during school year 1988/1989.

The federal government has previously acknowledged that Guam's institutions of higher education need assistance in supporting the cost of providing post-secondary education programs for non-resident students from the Trust Territory of the Pacific Islands, the Northern Mariana Islands, and American Samoa. Public Law 96-374, Section 1204(C) authorized \$2 million to be appropriated annually (up to \$10 million) for this program from Fiscal Year 1985. Public Law 99-498, Section 1201(2) extended the authorization from October 1, 1985 to October 1, 1991.

To date, the Territory of Guam has received the following disbursements under Section 1204c:

	<u>Total</u>	<u>UOG</u>	<u>GCC</u>
FY 85	500,000	320,000	180,000
FY 86	500,000	318,500	181,500
FY 87	479,000	393,259	85,741
FY 88	479,000	370,000	109,000
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Total:	1,958,000	1,401,759	556,241

There remains an \$8.1 million balance to be appropriated under the \$10 million authorization made by the federal government, section 1204(c) of the Higher Education Act. These funds have previously been appropriated at only \$192 per student, an insufficient amount.

When subtracting the FY 1988 Higher Education Act fund disbursement that went toward educating FAS students from the total financial burden of FAS students at UOG and GCC, these institutions spent a total of \$1,546,284.

C. Total Educational Costs

Students from the FAS are coming to Guam academically, socially and culturally unprepared to take full advantage of instruction at an age-appropriate grade level. This is placing extraordinary demands upon Guam's teachers and administrators. Guam's ability to provide adequately for the needs of our students is being strained by our FAS student population, to the detriment of both FAS students and our other students.

Guam desperately needs reimbursement for the cost of educating FAS students during the 1988/1989 school year.

Department of Education	\$2,403,420
University of Guam	798,797
Guam Community College	747,487

Total:	\$3,949,704

Public Safety:

There has been a pronounced increase in arrests of FAS citizens: 353 percent more arrests since the implementation of the Compact. Arrests of FAS citizens are likely to be alcohol related, indicating that alcohol abuse is a major problem.

All of the criminal justice agencies have noted a difficulty in identifying persons caused by a lack of identification. Correct addresses are also often not available. This makes additional questioning or delivering warrants or other legal documents nearly impossible.

Health, Welfare, and Housing:

Despite local concern to the contrary, FAS citizens are not drawing welfare or food stamps. This is because, as "temporary" residents, they do not qualify for many federally and some of the locally funded health and welfare programs. This does not mean that a problem with poverty among FAS citizens does not exist. It is a fact that recent immigrants tend to be at the lower end of the income scale, thus making it likely that children of FAS citizens are at risk from conditions arising from poverty.

FAS citizens are eligible for many of the health services available from the Department of Public Health and Social Services. Although most of their programs are federally funded, these programs are already operating under limited resources. The addition of new clients could severely strain their capability to serve the citizens of Guam. Thus far, the

Department has seen increases in the number of women from the FAS receiving prenatal services through the Maternal Child Health Program. The locally funded Medically Indigent Program does not allow participation by temporary residents, and has a three year residency requirement for immigrant aliens.

Because many FAS citizens have a low income and no health insurance, they will often go without health care until an emergency situation arises. They are then forced to turn to the Guam Memorial Hospital for health care. The hospital has found it nearly impossible to collect payment for bills to FAS patients, as these patients usually have limited financial resources, and, further, can often not be located for billing.

Summary:

The Government of Guam is requesting the sympathetic and expeditious resolution of the increased demands to government services created by FAS immigration. Congress has promised to examine these issues annually, and to remedy them if necessary. This request is not for our sole benefit. We seek to allow our Pacific island neighbors to partake fully of the opportunities available for them in the United States. To do so will require the assistance of Congress.

IMPACT OF THE COMPACT OF FREE ASSOCIATION

1986 THROUGH 1988

TERRITORY OF GUAM

1. DEMOGRAPHIC PROFILE OF FAS IMMIGRANTS PRIOR TO COMPACT IMPLEMENTATION

The 1980 Census of Population reported both ethnicity and place of birth. Because the place of birth response contained a richer variety of published tabulations, it was selected as the unit of analysis. It is interesting to note that only 52 percent of those born in the FAS were of the ethnicities of those areas. This would indicate a certain level of mobility of persons born in the FAS even before the Compact was implemented.

In 1980, there were 447 persons on Guam who were born in the FAS. Over 2 out of 3 of them were either permanent resident aliens or naturalized citizens, and 1 in 3 was a temporary alien.

There were relatively few children and elderly; there was also a large proportion of single males. Half of the women from the FSM were married, but had fewer children and were less likely to be in the labor force than women in the general population. Men were also less likely to be in the labor force than men in general.

There is evidence that a large proportion of persons born in the FAS came to Guam for the purpose of education. Many women were attending school, but not to the same degree as men. Women from the RMI seemed to be on Guam more for the purpose of education than women from the FSM, and were less likely to be married or have children.

Median earnings for 1979 were about half of earnings for the rest of the population. Employment for persons from the FAS tended to be part-time, with a large proportion on College Work Study programs. In addition, 1 in 4 persons from the FAS came to Guam during 1979 or 1980. They, therefore, did not have the opportunity to earn income on Guam for the entire year counted, 1979, which had the effect of lowering the median income. Patterns of household relationships where 40 percent of all persons were living in extended families or with non-relatives also indicates a low level of individual financial resources in 1980.

This profile will be updated when the results of the 1990 census are released. It is expected that the numbers will be substantially larger and that labor force participation will be greater.

2. IMMIGRATION

The immigration status of FAS citizens has not changed since the Compact impact report prepared in 1987. Under the immigration laws of the United States, citizens of the Freely Associated States are entitled to be admitted into the United States as temporary aliens. Although they are allowed to remain in the United States indefinitely, attend school, and work without a permit, a lengthy duration in the United States does not confer permanent residency status on an individual. The Compact states that FAS citizens have the right to "establish habitual residence." There are no rights or privileges granted as a result of such habitual residence beyond habitual residence itself.

Upon arrival on Guam, the Immigration and Naturalization Service issues FAS citizens an I-94 permit stamped "multiple entry," which means that the permit has no expiration date. The I-94 designation is the only documentation given by and required by the Immigration and Naturalization Service, and is the documentation of a temporary alien.

FAS citizens residing on Guam are still living in a bureaucratic limbo. These temporary but habitual residents are sometimes afforded the benefits of certain government services, yet denied others. Administrators of certain federally and locally funded social welfare, medical, and housing programs remain confused on the eligibility of FAS citizens residing on Guam. In many instances, program regulations have not been updated to take into account the new and unprecedented legal status of FAS citizens, nor have past legal opinions been challenged.

Accurate estimates of the number of FAS citizens living on Guam have still not been prepared. The FSM Liaison Officer on Guam uses a round figure of 3,000, a substantial increase over the 500 figure estimated one year ago. It is further estimated that around 85 percent of immigrants from the FAS are from Truk. Truk has the largest population of any of the FSM states, about 38,000 in 1980, and it costs about \$201 to fly to Guam. Yap is slightly closer, at \$173 for airfare, but has a much smaller population, only 9,000 persons in 1980.

Migration appears to be occurring by individuals and young families who come to Guam to attend school and to find jobs. Most FAS residents on Guam appear to stay initially with extended family members or as roommates with others from their home islands. In some cases, children may come to Guam specifically to obtain medical treatment or to attend public school, unaccompanied by a guardian, and without the intention of remaining in the Territory.

The Government of Guam wants to help these people adjust to life on Guam. In most instances, it is probably in the long-term best interest of the Territory to ensure the education and medical care of all its residents. It may become necessary for the Government

of Guam to request federal financial assistance to provide for the health and education of residents newly arrived from the FSM or Marshalls.

The Government of Guam needs assistance to monitor the number and movement of immigrants to Guam from the Freely Associated States so that local government agencies can properly determine the impact on Guam's resources. Because the Government of Guam does not control or monitor entry into the island, it will be necessary for the federal government to assist in the task of counting persons arriving from the FSM and the Marshall Islands, and/or departing onward.

3. EDUCATION

Education in the Freely Associated States is impaired in both quality and in capacity. Education in the FAS is compulsory through the 8th grade, but less than half of the children of high school age are able to attend high school because of limited educational facilities and resources. Despite the commitment of state governments to education, students from the FAS entering Guam's school systems are likely to be educationally disadvantaged. Low teacher morale and a lack of instructional materials also contribute to a generally low level of educational attainment, especially in English language ability.

The lack of educational opportunities in the FAS represents a need that many parents hope to fill on Guam. Increased enrollment from the FAS will necessitate the expansion of remedial and bilingual programs, as well as create the need for more classrooms and teachers. Guam public school officials are now attempting to gauge the need for bilingual education in the school system.

The Compact gives FAS citizens the right to attend school in the United States. Therefore, all federally funded programs are available to FAS children once they are enrolled in school -- Head Start, Bilingual Education, Early Intervention Services for Handicapped Infants and Toddlers, Gifted and Talented Education, Special Education programs for the handicapped, and Compensatory Education programs. Although most of those programs are 100 percent federally funded, some have ceilings as to the number of students who will receive the services. Because the majority of students from the FAS entering Guam schools will be ill-equipped to function at their grade level, they are most likely to possess the special needs targeted by most federal programs. Their presence could eventually displace Guam children in those programs.

Although increasing enrollment in the public school system represents a financial burden to the Government of Guam, the Government is willing to work with the federal government to assume that burden. Educating all of Guam's residents is preferable to the serious social problem of dropouts and non-enrollees that potentially exists. It is not known how many children may have their education interrupted by being in a permanent state of being "temporary."

The Guam Department of Education (DOE) has compiled historical records of school enrollment based on ethnicity since 1973. Unfortunately, the data on FAS citizens is probably under-reported. Until 1980, the categories were broken down into "Trust Territory," "Northern Marianas," and "Other Pacific Islands." With the implementation of the Compact, there was no standard procedure established as to how DOE clerks should categorize students from what became the former Trust Territory. Data in Tables 3.1 and 3.2 therefore combine the "Trust Territory" category and the "Other Pacific Islands" into one "Micronesian" category for consistency.

Between 1980 and 1985, the number of Micronesian students fluctuated yearly, between 314 to 402 students, counted on October 1 of each year. After the signing of the Compact, the number of Micronesian students showed a steady rise, from 402 students in 1985, 503 in 1986, 604 in 1987, to 615 in 1988. This is an increase in Micronesian students of 53 percent over the 1985 to 1988 period. Although the data includes students from Pacific areas other than the FAS, DOE officials estimate that the majority are from the FSM and the Republic of Belau. Very few are probably from the Republic of the Marshall Islands.

The recent DOE/DOD FY1988-89 Contract Agreement placed the average per pupil cost at \$3,908 per year. Using that figure, the Government of Guam spends \$2.4 million annually to educate Micronesian children. Officials point out that since FAS children are educationally disadvantaged, they demand more of teachers' efforts and the school system in general, and therefore cost more per pupil to educate than the average student.

At the University of Guam (UOG), the impact of the Compact's implementation was heavily felt between Fall 1986 and Fall 1987. Enrollment for FSM students declined by 180 students during the period, from 398 in 1986 to 218 in 19887 (see Table 3.3). As a percentage of all enrollment, FSM students declined from 15 percent to 10 percent, as shown in Table 3.4.

There were three major reasons for the decline in enrollment at UOG during that time period: 1) the ineligibility of FAS students for federally funded student assistance; 2) an increase in fees per credit hour; and 3) the ready availability of paid employment.

First, federal grant and loan programs were phased out or eliminated after passage of the Compact. Only students from the FAS who were enrolled in a post-secondary educational institution on the day prior to the Compact's implementation continued to be eligible for Pell Grants, Supplementary Educational Opportunity Grants, and the College Work Study Program, but for only an additional four years. Financially, this resulted in a loss of \$335,000 in federal grants and loans to students and to the University (see Table 3.5).

Second, although undergraduate resident tuition remained at \$21 per credit hour, a \$25 per credit hour surcharge was added for the 1987-88 school year, raising fees to \$46 per credit hour. It must be noted that since the early 1980's students from the FAS have been charged resident tuition. Some persons from the FAS may have felt that the increase in tuition was too much for them to handle financially, especially in light of the unavailability of new grants and loans from the federal government.

Third, FAS citizens can now seek paid employment instead of legally working only with special permit or through low-paying jobs in the College Work Study Program. Because the pursuit of a higher education is no longer one of the few options for young people

wishing to enter the United States from the FAS, it may be more difficult for the University to recruit new students from that area. This is especially true as entry level positions within the service and retail trade industries are readily available, to the point of a threatened labor shortage.

In July 1988, President Ronald Reagan signed a measure restoring FAS student eligibility for Pell Grants, Supplemental Educational Opportunity Grants, and the College Work Study Program. However, because the measure was signed so late in the year, the impact on University enrollment will probably not be felt until the 1989-90 school year.

Between Fall 1987 and Fall 1988, enrollment from the FAS continued to decline. Enrollment from the FSM declined to 147 students in Fall 1988, while their proportion of enrollment declined to 7 percent of total enrollment. This resulted in the loss of an additional \$128,000 in federal funds during the Fall 1988 semester (see Table 3.6).

The temporary surcharge instituted for the 1987-88 school year was rescinded; instead, the tuition per credit hour was raised permanently to \$46. However, even with the increased fees, the cost of attending UOG is low compared to stateside universities. The University expects to see some increase in the number of FAS citizens enrolled during the 1989-90 school year as potential students become aware of the renewed availability of federal financial assistance.

At the Guam Community College (GCC), enrollment of FSM citizens grew between Fall 1986 and Fall 1987, and remained stable in Fall 1988. GCC experienced a 60 percent increase in FSM students between the 1986-87 school years (see Table 3.7). The total percentage of FSM citizens in the GCC student body increased from 7 percent to nearly 12 percent.

Even though enrollment increased, GCC officials saw a drop in Pell Grant recipients from the FSM attending their institution between Fall 1986 and Fall 1987, with a slight increase in Fall 1988 (see Table 3.8). It is probable that increased enrollment at GCC has been tied to events at UOG. Tuition fees at GCC were only \$5 per credit hour in 1987 and 1988, as compared to \$46 per credit hour at UOG. Also, transfers of Pell Grant holders from UOG to GCC may have caused the slight increase in Pell Grant holders between 1987 and 1988. If a student does not maintain an adequate grade point average at UOG, it is possible to transfer to GCC and avoid losing the Pell Grant.

CONCLUSION

The greatest impact at all levels of education will lie in the attempt to integrate FAS students into the Guam community. The very basic necessities for each individual leaving Guam's schools

are an adequate reading and spoken English language ability and preparation for either higher education or a skilled occupation.

Many FAS students arrive on Guam educationally disadvantaged, placing demands upon Guam's teachers and public school system in excess of the demands of other students. It is the responsibility of the Government of Guam and the federal government to act hand in hand to fulfill the considerable challenges ahead.

Table 3.1. Ethnic Origin of Student Population of Guam Public Schools
As of October 1: 1975 to 1988

Ethnic Origin	School Year									
	1988	1987	1986	1985	1984	1983	1982	1981	1980	1979
Total students.	24,678	25,551	25,294	25,334	25,663	25,895	25,345	25,352	26,056	26,868
Chamorro	12,914	13,398	13,383	13,486	13,723	13,795	14,048	13,620	14,099	14,750
Filipino	6,460	6,841	6,805	6,559	6,394	6,202	5,621	5,718	5,478	5,693
Northern Marianas	204	212	255	263	279	314	270	230	326	-
Micronesian [1]	615	604	503	402	380	314	317	391	396	591
Chinese	133	159	162	171	173	169	136	229	258	-
Japanese	87	85	97	120	109	109	121	110	133	173
Korean	206	226	261	270	313	332	332	294	296	304
Indo-Chinese [2]	64	68	103	95	115	106	107	138	158	-
Caucasian	2,822	3,070	3,007	3,211	3,317	3,532	3,396	3,759	4,154	4,244
Black	413	442	412	348	391	328	365	316	309	205
Other	760	446	306	409	469	694	632	547	449	908
Ethnic Origin	1981	1980	1979	1978	1977	1976	1975	1975	1974	1973
Total students.	25,352	26,056	26,868	25,630	27,236	27,272	28,188	25,352	26,056	26,868
Chamorro	13,620	14,099	14,750	14,384	15,338	15,743	15,747	13,620	14,099	14,750
Filipino	5,718	5,478	5,693	5,278	5,191	4,896	4,918	5,718	5,478	5,693
Northern Marianas	230	326	-	-	-	-	-	230	326	-
Micronesian [1]	391	396	591	556	428	391	422	391	396	591
Chinese	229	258	-	-	-	-	-	229	258	-
Japanese	110	133	173	168	756	777	804	110	133	173
Korean	294	296	304	305	-	-	-	294	296	304
Indo-Chinese [2]	138	158	-	-	-	-	-	138	158	-
Caucasian	3,759	4,154	4,244	4,150	4,558	4,419	5,455	3,759	4,154	4,244
Black	316	309	205	258	195	187	259	316	309	205
Others	547	449	908	531	770	859	583	547	449	908

[1] Includes former Trust Territories (Marshalls, Truk, Yap, Ponape, Kosrae, Palau), and Other Pacific Islands.
[2] Includes Vietnamese.

Source: Research Planning and Evaluation, Department of Education.

Table 3.2. Percent Ethnic Origin of Student Population of Guam Public Schools As of October 1: 1975 to 1988

Ethnic Origin	School Year							
	1988	1987	1986	1985	1984	1983	1982	
** PERCENT **								
Total students.	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00
Chamorro	52.33	52.44	52.91	53.23	53.47	53.27	55.43	
Filipino	26.18	26.77	26.90	25.89	24.92	23.95	22.18	
Northern Marianas	0.83	0.83	1.01	1.04	1.09	1.21	1.07	
Micronesian[1] ..	2.49	2.36	1.99	1.59	1.48	1.21	1.25	
Chinese	0.54	0.62	0.64	0.67	0.67	0.65	0.54	
Japanese	0.35	0.33	0.38	0.47	0.42	0.42	0.48	
Korean	0.83	0.88	1.03	1.07	1.22	1.28	1.31	
Indo-Chinese [2].	0.26	0.27	0.41	0.37	0.45	0.41	0.42	
Caucasian	11.44	12.02	11.89	12.67	12.93	13.64	13.40	
Black	1.67	1.73	1.63	1.37	1.52	1.27	1.44	
Other.....	3.08	1.75	1.21	1.61	1.83	2.68	2.49	

Ethnic Origin	School Year							
	1981	1980	1979	1978	1977	1976	1975	
Total students.	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00
Chamorro	53.72	54.11	54.90	56.12	56.32	57.73	55.86	
Filipino	22.55	21.02	21.19	20.59	19.06	17.95	17.45	
Northern Marianas	0.91	1.25	-	-	-	-	-	
Micronesian[1] ..	1.54	1.52	2.20	2.17	1.57	1.43	1.50	
Chinese	0.90	0.99	-	-	-	-	-	
Japanese	0.43	0.51	0.64	0.66	2.78	2.85	2.85	
Korean	1.16	1.14	1.13	1.19	-	-	-	
Indo-Chinese [2].	0.54	0.61	-	-	-	-	-	
Caucasian	14.83	15.94	15.80	16.19	16.74	16.20	19.35	
Black	1.25	1.19	0.76	1.01	0.72	0.69	0.92	
Other.....	2.16	1.72	3.38	2.07	2.83	3.15	2.07	

[1] Includes former Trust Territories (Marshalls, Truk, Yap, Ponape, Kosrae, Palau), and Other Pacific Islands.
 [2] Includes Vietnamese.

Source: Research Planning and Evaluation, Department of Education.

Table 3.3. University of Guam Enrollment Report Distribution
By Citizenship: Fall 1984 to Fall 1988

Citizenship Status	Fall 1988	Fall 1987	Fall 1986	Fall 1985	Fall 1984
Total students....	2,096	2,210	2,656	2,669	2,557
Guam	1,153	1,167	1,260	1,227	1,015
United States	301	291	353	347	406
NMI.....	32	34	51	70	68
FSM.....	147	218	398	370	314
Kosrae	20	24	54	59	53
Ponape	38	44	73	63	52
Truk	79	137	245	214	185
Yap	10	13	26	34	24
Marshall's	9	11	14	10	7
Palau	88	80	108	103	91
Philippines	212	252	302	352	436
Other.....	154	157	170	190	220

Source: University of Guam.

Table 3.4. Percent University of Guam Enrollment Report by
Citizenship Status: Fall 1984 to Fall 1988

Citizenship Status	Fall 1988	Fall 1987	Fall 1986	Fall 1985	Fall 1984
Total students....	100.00	100.00	100.00	100.00	100.00
Guam	55.01	52.81	47.44	45.97	39.69
United States	14.36	13.17	13.29	13.00	15.88
NMI.....	1.53	1.54	1.92	2.62	2.66
FSM.....	7.01	9.86	14.98	13.86	12.28
Kosrae	0.95	1.09	2.03	2.21	2.07
Ponape	1.81	1.99	2.75	2.36	2.03
Truk	3.77	6.20	9.22	8.02	7.24
Yap	0.48	0.59	0.98	1.27	0.94
Marshall's	0.43	0.50	0.53	0.37	0.27
Palau	4.20	3.62	4.07	3.86	3.56
Philippines	10.11	11.40	11.37	13.19	17.05
Other.....	7.35	7.10	6.40	7.12	8.60

Source: University of Guam.

Table 3.5. University of Guam Total Financial Assistance By
Citizenship Status by School Year: 1986 to 1987

Citizenship Status	Fall 1987	Fall 1986	Dollar Change 1986/1987	Percent Change 1986/1987
Total dollars..	807,768	1,141,418	(333,650)	-29.23
Guam.....	174,609	173,430	1,179	0.68
United States.....	45,802	44,499	1,303	2.93
NMI.....	20,554	36,345	(15,791)	-43.45
FSM.....	297,997	633,018	(335,021)	-52.92
Kosrae.....	30,559	81,506	(50,947)	-62.51
Ponape.....	64,083	109,329	(45,246)	-41.39
Truk.....	192,045	409,324	(217,279)	-53.08
Yap.....	11,310	32,859	(21,549)	-65.58
Marshall Islands.....	13,207	24,538	(11,331)	-46.18
Palau.....	119,847	131,036	(11,189)	-8.54
Philippines.....	124,140	82,320	41,820	50.80
Other.....	11,612	16,232	(4,620)	-28.46

Source: University of Guam Financial Aid Office.

Table 3.6. University of Guam Total Financial Assistance By
Citizenship Status by School Year: 1987 to 1988

Citizenship Status	Fall 1988	Fall 1987	Dollar Change 1987/1988	Percent Change 1987/1988
Total dollars..	746,384	807,768	(61,384)	-7.60
Guam.....	171,074	174,609	(3,535)	-2.02
United States.....	66,732	45,802	20,930	45.70
NMI.....	21,522	20,554	968	4.71
FSM.....	169,826	297,997	(128,171)	-43.01
Kosrae.....	24,205	30,559	(6,354)	-20.79
Ponape.....	44,515	64,083	(19,568)	-30.54
Truk.....	89,913	192,045	(102,132)	-53.18
Yap.....	11,193	11,310	(117)	-1.03
Marshall Islands.....	13,981	13,207	774	5.86
Palau.....	134,885	119,847	15,038	12.55
Philippines.....	145,961	124,140	21,821	17.58
Other.....	22,403	11,612	10,791	92.93

Source: University of Guam Financial Aid Office.

Table 3.7 Guam Community College Enrollment Report By Ethnic Origin
By School Year: Fall 1984 to Fall 1988

Ethnicity	School Year				
	1988	1987	1986	1985	1984
Total students	1,969	2,022	2,072	1,922	1,740
Chamorro	832	858	903	899	864
Filipino	435	464	521	469	369
Palauan	58	51	54	62	68
Marshallese	2	3	2	2	2
FSM	231	235	147	102	100
Kosraen	16	16	10	9	10
Ponapean	39	39	21	12	13
Trukese	146	150	90	66	60
Yapese	30	30	26	15	17
Other Pacific					
Islander	30	49	36	40	32
Asian	13	207	243	174	111
White	124	120	132	133	159
Other	244	35	34	41	35

** PERCENT **

Total students	100.0	100.0	100.0	100.0	100.0
Chamorro	42.3	42.4	43.6	46.8	49.7
Filipino	22.1	22.9	25.1	24.4	21.2
Palauan	2.9	2.5	2.6	3.2	3.9
Marshallese	0.1	0.1	0.1	0.1	0.1
FSM	11.7	11.6	7.1	5.3	5.7
Kosraen	0.8	0.8	0.5	0.5	0.6
Ponapean	2.0	1.9	1.0	0.6	0.7
Trukese	7.4	7.4	4.3	3.4	3.4
Yapese	1.5	1.5	1.3	0.8	1.0
Other Pacific					
Islander	1.5	2.4	1.7	2.1	1.8
Asian	0.7	10.2	11.7	9.1	6.4
White	6.3	5.9	6.4	6.9	9.1
Other	12.4	1.7	1.6	2.1	2.0

Source: Guam Community College, Office of the Registrar.

Table 3.8 Guam Community College Pell Grant Awards
By Ethnic Origin: Fall 1986 to Fall 1988

Ethnicity	Fall 1988	Fall 1987	Fall 1986
Total Pell Grants ...	80	77	155
Chamorro	12	13	28
Filipino	5	7	6
Palauan	9	10	17
FSM	47	44	97
Kosraen	1	3	4
Trukese	28	25	65
Ponapean	11	9	11
Yapese	7	7	17
Marshallese	1	N/A	N/A
Other Pacific Islander	3	0	0
Asian	1	0	0
White	2	2	3
Other	0	1	4

Source: Guam Community College Financial Aid Office.

4. Public Safety

It is presently estimated that approximately 3 percent of Guam's residents are citizens from the FAS. Arrests and prosecutions of citizens from the FAS, however, were far higher than 3 percent of total arrests and prosecutions in 1988.

All of Guam's criminal justice agencies have noted complications in identifying FAS citizens because of a lack of proper identification. Authorities also have a difficult time locating FAS suspects later. This makes additional questioning or delivering warrants or other legal documents nearly impossible, and adds to the costs of arresting and adjudicating suspected criminals from the FAS.

The Prosecution Division of the Attorney General's Office indicates that 18 percent of all misdemeanors and 13 percent of all felonies can be allocated to persons from the FAS.

Guam Police Department records show that arrests of FAS citizens were 11 percent of total arrests in 1988. In 1986, before Compact implementation, arrests of FAS citizens represented only 4 percent of all arrests.

Arrests of persons from the FAS have increased by 353 percent between 1986 and 1988, from 70 to 317 arrests (see Table 4.1). Tables 4.2 through 4.4 highlight the types of criminal arrests by nationality for years 1986 through 1988.

These data reflect only arrests, not crimes committed, crimes reported, or convictions. Arrest data are not synonymous with "crime" data. Generally property crime victims are not aware of, and therefore cannot report to the police, the ethnicity of the offender. Even in cases of personal crime, victims are often unaware of their attacker's identity. At the current time, it is not known how accurately the number of arrests reflects the amount of criminal activity of FAS citizens. There is undoubtedly some relationship, but how closely the recent increase in arrests reflects increases in crime is unknown.

Arrests in the violent crime category (including murder, rape, robbery, and aggravated assault) increased substantially since implementation of the Compact, growing from 5 arrests in 1986 to 35 in 1988. Arrests of FAS citizens for violent crimes represented 15 percent of all violent crime arrests on island in 1988.

Other arrests for crimes against persons (including disorderly conduct/disturbing the peace, and simple assault) also increased, from 16 in 1986 to 49 in 1988. This represents over 8 percent of all arrests for other crimes against persons in 1988.

Arrests for property crimes (including burglary, larceny-theft, motor vehicle theft, and arson) showed the smallest increase, from

13 in 1986 to 28 in 1988. While not a large increase, arrests for property crimes represented 6 percent of all arrests for property crimes in 1988.

Narcotics arrests involving persons from the FAS have been small; 6 during 1988. Nonetheless, this is more than in any previous year.

Alcohol appears to have been a major factor in crimes for which FAS citizens are arrested since 1985, as shown in Table 4.5. In 1988, 87 percent of all arrests of FAS citizens were alcohol related, or 274 arrests. Drunk driving alone represented 41 percent of all arrests of FAS citizens, and 16 percent of the total number of DWI arrests on island.

Although data on convictions and sentencing are not available from the courts by nationality, only a small number of FAS citizens are actually incarcerated at the Adult Correctional Facility of the Department of Corrections (see Table 4.6). A total of 4 FAS persons served time during 1988: one is serving 25 years for 1st degree criminal sexual conduct; one is serving 14 years for manslaughter; and two served shorter sentences for DWI.

In addition, the Department of Corrections operates a Detention Facility for temporary holding after arrest. During 1988, 317 FAS citizens were detained there, or about 26 persons per month. They are usually detained about one day each.

CONCLUSION

There has been a pronounced increase in arrests involving FAS citizens since the implementation of Compact immigration: 353 percent more arrests between 1986 and 1988. Arrests of FAS citizens now equals 11 percent of all arrests. Prosecution records show that 18 percent of all misdemeanors and 13 percent of all felonies involve FAS citizens.

Along with an increased case loads within the criminal justice system, valid identification and correct addresses are often lacking for citizens from the FAS, burdening the resources of public safety agencies even further.

Arrests and detainment of FAS citizens are likely to be alcohol related, indicating that alcohol abuse among FAS citizens is a major problem.

Costs to law enforcement agencies have increased as a direct result of increased arrests, detainments, and prosecutions. At this time, however, no estimates have been prepared on the exact financial responsibility to the Government of Guam. Improved financial reporting systems are being implemented that will allow precise monitoring of costs during 1989.

Table 4.1. Arrested Persons by Nationality: 1986 to 1988

Nationality	1988	1987	1986	Number Change 1986-1988	Percent Change 1986-1988
Total arrests.....	2,810	2,909	2,011	799	39.7
Freely Associated States.....	317	195	70	247	352.9
FSM.....	315	195	69	246	356.5
Yap.....	15	13	4	11	275.0
Truk.....	242	138	50	192	384.0
Pohnpei.....	35	21	9	26	288.9
Kosrae.....	23	23	6	17	283.3
Marshall's.....	2	0	1	1	100.0
Others.....	2,493	2,714	1,941	552	28.4
Palau.....	229	185	133	96	72.2
NMI.....	82	128	57	25	43.9
Other.....	2,182	2,401	1,751	431	24.6

Source: Guam Police Department, Planning and Research Section.

Table 4.2. Arrested Persons by Types of Crimes Committed and
and Nationality: 1988

Types of Crimes	Total	Nationality							NMI	Other
		FSM	Yap	Truk	Pohn- pei	Kos- rae	Mar- shalls	Palau		
Total arrests.	2,810	315	15	242	35	23	2	229	82	2,182
Murder	12	1	0	1	0	0	0	0	2	9
Rape	109	17	0	17	0	0	0	6	8	78
Robbery	13	0	0	0	0	0	0	0	0	13
Aggravated assault	99	17	0	17	0	0	0	6	8	68
Burglary	155	2	0	0	2	0	0	15	7	131
Larceny-Theft ..	254	23	0	22	1	0	0	19	8	204
Auto-theft	27	3	0	3	0	0	0	1	2	21
Simple assault..	367	28	3	18	6	1	0	18	9	312
Vandalism	153	13	2	10	1	0	0	14	1	125
Disorderly conduct	240	21	1	14	3	3	0	18	4	197
DWI	795	128	6	90	15	17	2	85	13	567
Fraud	62	3	1	1	1	0	0	4	4	51
Drunkeness	72	20	0	17	2	1	0	10	3	39
Forgery + Counterfeit ..	15	0	0	0	0	0	0	0	1	14
Criminal Trespass.....	47	4	0	3	0	1	0	3	1	39
Offenses vs family+child..	13	0	0	0	0	0	0	0	0	13
Liquor law	90	21	2	16	3	0	0	10	2	57
Sex offenses ...	9	2	0	2	0	0	0	0	0	7
Narcotics	82	6	0	6	0	0	0	11	4	61
Firearms law ...	30	1	0	1	0	0	0	2	0	27
Other	166	5	0	4	1	0	0	7	5	149

Source: Guam Police Department, Planning and Research Section.

Table 4.3. Arrested Persons by Types of Crimes Committed and
and Nationality: 1987

Types of Crimes	Total	Nationality										NMI	Other
		FSM	Yap	Truk	Pohn-		Kos-	Mar-	Palau				
					pei	rae				shalls			
Total arrests	2,909	195	13	138	21	23	0	0	185	128	2,401		
Murder	8	0	0	0	0	0	0	0	0	3	5		
Rape	65	2	0	1	0	1	0	0	2	3	58		
Robbery	61	0	0	0	0	0	0	0	1	9	51		
Aggravated assault	83	17	0	16	1	0	0	0	10	5	51		
Burglary	153	4	1	2	0	1	0	0	9	7	133		
Larceny-Theft .	398	40	0	35	4	1	0	0	16	10	332		
Auto-theft	41	1	0	1	0	0	0	0	4	0	36		
Simple assault	377	13	1	10	0	2	0	0	16	8	340		
Vandalism	86	4	0	2	0	2	0	0	3	7	72		
Disorderly conduct	323	33	2	27	0	4	0	0	28	16	246		
DWI	577	58	6	34	10	8	0	0	50	9	460		
Fraud	145	0	0	0	0	0	0	0	3	30	112		
Drunkenness	47	5	0	4	0	1	0	0	4	1	37		
Forgery + Counterfeit .	25	1	0	0	1	0	0	0	2	2	20		
Criminal Trespass.....	72	9	3	4	1	1	0	0	7	2	54		
Offenses vs family+child.	3	0	0	0	0	0	0	0	0	0	3		
Liquor law	12	2	0	1	1	0	0	0	0	0	10		
Sex offenses ..	7	0	0	0	0	0	0	0	2	1	4		
Narcotics	156	0	0	0	0	0	0	0	20	10	126		
Firearms law ..	32	2	0	0	0	2	0	0	2	0	28		
Other	238	4	0	1	3	0	0	0	6	5	223		

Source: Guam Police Department, Planning and Research Section.

Table 4.4. Arrested Persons by Types of Crimes Committed and Nationality: 1986

Types of Crime	Total	Nationality							NMI	Other
		FSM	Yap	Truk	Pohn-pei	Kos-rae	Mar-shalls	Palau		
Total arrests	2,011	68	4	49	9	6	1	133	57	1,752
Murder	10	0	0	0	0	0	0	2	3	5
Rape	45	2	0	2	0	0	0	2	1	40
Robbery	54	1	0	1	0	0	0	3	1	49
Aggravated assault	67	2	0	0	2	0	0	6	1	58
Burglary	168	4	0	3	1	0	0	7	9	148
Larceny	216	9	0	7	0	2	0	22	10	175
Auto theft	23	0	0	0	0	0	0	3	0	20
Simple assault	314	10	0	8	1	1	0	18	5	281
Vandalism	87	5	0	5	0	0	0	8	5	69
Disorderly conduct	152	6	0	5	0	1	0	8	1	137
DWI	425	23	3	14	4	2	1	38	11	352
Fraud	52	0	0	0	0	0	0	0	0	52
Drunkenness	44	1	0	1	0	0	0	1	0	42
Liquor law	5	0	0	0	0	0	0	1	0	4
Sex Offenses ..	2	0	0	0	0	0	0	1	0	1
Narcotics	136	3	1	2	0	0	0	11	4	118
Firearms law ..	23	0	0	0	0	0	0	0	0	23
Others	188	2	0	1	1	0	0	2	6	178

Source: Guam Police Department, Planning and Research Section.

Table 4.5. Alcohol Related Arrests: 1985 to 1988

	1988	1987	1986	1985
FSM				
Total arrests.....	315	195	69	74
Alcohol related arrests.....	274	140	52	62
Percent alcohol related.....	87.0	71.8	75.4	83.8
Marshalls				
Total arrests.....	2	0	1	1
Alcohol related arrests.....	2	0	1	1
Percent alcohol related.....	100.0	0.0	100.0	100.0
Belau				
Total arrests.....	229	185	133	105
Alcohol related arrests.....	176	106	80	66
Percent alcohol related.....	76.9	57.3	60.2	62.9
Northern Mariana Islands				
Total arrests.....	82	128	57	58
Alcohol related arrests.....	41	31	30	16
Percent alcohol related.....	50.0	24.2	52.6	27.6

Source: Guam Police Department; Planning, Research and Development.

Table 4.6. FAS Citizens Adjudicated, Detained, and Paroled: 1988

Facility	Total	FSM	Yap	Truk	Pohn- pei	Kos- rae	Mar- shalls
DOC Detention Facility.....	287	286	21	243	3	19	1
Parole Services Division....	1	1	0	0	1	0	0
Adult Correctional Facility.	4	4	1	3	0	0	0

Department of Corrections, Government of Guam

5. HEALTH, WELFARE AND HOUSING

The Department of Public Health and Social Services (DPHSS), the Guam Memorial Hospital (GMH), and the Guam Housing and Urban Renewal Authority (GHURA) are the primary providers of public assistance, medical assistance, and housing to needy persons on Guam. Most of the programs are federally funded, and all have different guidelines as to the eligibility of program recipients.

There has been no changes to the eligibility requirements of any of the social welfare or housing programs over the past year. Participation by FAS citizens remains minimal.

GMH has provided some additional data on the cost of medical care rendered to non-referred off-island patients from the FAS, summarized in Table 5.1. These data do not coincide exactly with the data released in the 1987 impact report. The current data has attempted to delete accounts that were referred from the FAS governments to include only walk-ins. Between FY1985 and FY1989, a total of 315 patients listed their address as the FAS; 195 of them were from Truk. At the end of FY1988, GMH was owed a total of \$232,726 out of a total debt of \$657,936 incurred during the four year period. Over 95 percent of the outstanding debt was from Trukese patients.

CONCLUSION

Despite local concern to the contrary, FAS citizens are not drawing welfare or food stamps. This does not mean, however, that a problem with poverty among FAS citizens does not exist. While it is possibly justified to say that FAS citizens are not entitled to receive public assistance, it is a fact that recent immigrants tend to be at the lower end of the income scale. Their children are therefore potentially at risk of the conditions of poverty. A special effort needs to be made to locate at-risk children to evaluate their special needs and to monitor whether potential problems exist or not. This is especially true of pre-school aged children who are not enrolled in school for other reasons, who may slip through the cracks in the system.

Table 5.1. Guam Memorial Hospital Authority Charges by Financial Classes

Associated with Referrals and Non-Referrals of Off-Island Patients from the Freely Associated States: FY 1985 to FY 1988

Financial Classes Total FY 1985 FY 1986 FY 1987 FY 1988

Total accounts.	315			
Yap.....	81			
Pohnpei.....	39			
Truk.....	195			

Total cost				
Invoice.....	657,936.51	51,285.77	291,320.78	211,582.09
Adjustments.....	(3,776.04)	(76.44)	469.71	(13,575.57)
Payments.....	(421,434.53)	(23,876.44)	(164,192.28)	(137,672.64)
Outstanding.....	232,725.94	27,332.89	127,598.21	60,314.88
				103,766.87
				9,406.26
				(95,693.17)
				17,479.96

FSM - Truk				
Invoice.....	420,489.21	31,712.40	229,929.86	85,630.83
Adjustments.....	7,279.74	0.00	440.00	587.79
Payments.....	(205,621.85)	(5,643.46)	(103,407.14)	(25,660.45)
Outstanding.....	222,147.10	26,068.94	126,962.72	60,558.17
				73,216.12
				6,251.95
				(70,910.80)
				8,557.27

FSM - Ponape				
Invoice.....	59,561.92	422.35	2,375.05	55,900.01
Adjustments.....	(258.72)	0.00	0.00	(2.86)
Payments.....	(57,171.31)	(853.59)	(1,739.56)	(54,490.41)
Outstanding.....	2,131.89	(431.24)	635.49	1,406.74
				864.51
				(255.86)
				(87.75)
				520.90

FSM - Yap				
Invoice.....	177,885.38	19,151.02	59,015.87	70,032.25
Adjustments.....	(10,797.06)	(76.44)	29.71	(14,160.50)
Payments.....	(158,641.37)	(17,379.39)	(59,045.58)	(57,521.78)
Outstanding.....	8,446.95	1,695.19	0.00	(1,650.03)
				29,686.24
				3,410.17
				(24,694.62)
				8,401.79

Source: Guam Memorial Hospital, Patient Affairs Manager.

6. EMPLOYMENT

Total jobs on Guam increased from 41,850 jobs in September 1986, just prior to the Compact implementation, to 47,740 in September 1988. With the expanding economy, especially in the tourism and retail sectors, entry level jobs are in abundance at the current time. Persons from the FAS appear to have no trouble in finding unskilled employment on Guam, if they can meet the essential job requirements for transportation, child care, health clearances, English language ability, and so forth. The Guam Department of Labor conducts three statistical programs to monitor the amount of employment on the island, but none currently gives an accurate measurement of the number of employed FAS citizens.

The first statistical program of the Department of Labor is a quarterly household survey designed to measure the size of the labor force (the number of persons either working or available for work) and unemployment. The survey is conducted for the civilian, permanent resident population, 16 years and older, living outside federal lands. The survey is, unfortunately, not an effective vehicle for measuring labor force participation among FAS citizens because of the small sample size. With FAS citizens living in very large households, the statistical odds of being included in a random sample of households is low. A significant number of "Micronesians" are interviewed, but some are from Belau and others are confused by the question pertaining to whether they are permanent residents or non-residents.

The second statistical program is the Current Employment Statistics (CES) program, a survey of business establishments to measure the number of jobs being currently held. This survey does not request detailed information to measure FAS employment.

The better statistical program for measuring employment among FAS citizens is the Annual Census of Employment (ACE), which measures the total number of jobs as of March each year. Unlike the CES, the ACE is a census of all business establishments, rather than a survey. Employers are asked details about each of their employees, including citizenship status. Each of the FAS states is listed separately in the March 1988 census for the first time. Unfortunately, response problems create significant delays in release of the data, and the March 1988 data is not yet available.

The Government of Guam offers job training through the Agency for Human Resources Development, funded by the Job Training Partnership Act under two titles, Title II-A and Title II-B. Title II-A activities are for Training Services for the Economically Disadvantaged, and Individuals having Barriers to Employment. Title II-B activities are for Summer Youth Employment and Training Program services for economically disadvantaged youth, ages 14 to 21. Prior to the Compact, non-immigrants from Truk, Yap, Kosrae, and Pohnpei did not use these programs at all, as they were either

petitioned to enter Guam by an employer and, therefore, had employment, or were on student visa and ineligible for work.

The number of Micronesians in the various job training programs since the Compact implementation has been very low, as shown in Table 6.1. Summer Youth Employment and Training Program services have been almost un-utilized by FAS citizens. Only one FAS citizen took advantage of these programs in PY-1987, and two in PY-1988. On the other hand, the Training Services for the Economically Disadvantaged, and Individuals having Barriers to Employment show signs of increasing use by FAS citizens, with 13 persons terminating from these programs during the first quarter of PY-1988 alone (July 1 to September 30, 1988), compared to only five during the entire PY-1987. The demand for job training will probably continue to increase. As the programs are 100 percent federally funded, the financial impact to the Government of Guam will be nil, and the island will receive the social benefit of experienced job seekers.

CONCLUSION

Amid concerns over the lack of potential employees to fill the increasing demand for labor, FAS citizens are entering Guam's labor force in record numbers. In Truk, the Trukese radio station announced that with the signing of the Compact, any Trukese would be free to leave Truk and seek employment in Guam. Should the economic boom end and jobs become scarce, there could be some concern about temporary residents filling jobs required by permanent residents. At the current time, persons from the FAS seem willing to engage in service type jobs in hotels and restaurants that are not particularly desired by the local population, and which are plentiful. In this respect, their presence in the labor force is filling a need.

Table 6.1. JOB TRAINING PARTNERSHIP ACT (JTPA)
TITLE II-A/II-B PARTICIPANT TERMINEE ASSESSMENT FOR MICRONESIANS
PROGRAM YEARS 1985 - 1988

Description	PY'85 Title II-A	1985 Title II-B	PY'86 Title II-A	1986 Title II-B	PY'87 Title II-A	1987 Title II-B	PY'88 Title II-A (1st Quarter)	1988 Title II-B
Total JTPA Terminees	511	635	339	788	319	600	111	446
Total Micronesians	13	10	14	2	22 ^a	4 ^b	18 ^c	10 ^d
Total Micronesian Entered Employment	6	1	12	0	14	0	11	0

- a Of the 22 Micronesian Terminees for PY'87, the following is the ethnic group breakdown: Palau 17; Pohnpei 3; Truk 1; Yap 1.
- b Of the 4 Micronesian Terminees for the 1987 Title II-B program, there were: Palau 3; Truk 1.
- c Of the 18 Micronesian Terminees for PY'88, the following is the ethnic group breakdown: Palau 5; Pohnpei 2; Truk 8; Yap 2; Kosrae 1.
- d Of the 10 Micronesian Terminees for the 1988 Title II-B program, there were: Palau 8; Pohnpei 1; Truk 1.

NOTE: For Program Years 1985 and 1986 for Title II-A/II-B, the ethnic group breakdown of Micronesians is not available.

IMPACT OF THE COMPACT OF FREE ASSOCIATION
ON THE COMMONWEALTH OF THE NORTHERN MARIANA ISLANDS

A. Population Trend:

The influx of people into the CNMI has increased over the past several years. In 1973 the total population was 14,333. Of this total, indigenous citizens number 12,581 (88%), with imported labor totalling 1,752 (12%). In 1985, the non-resident worker population totalled 8,000+ (registered with Immigration); this alien population did not include Micronesians. 1986 data (estimated) on population indicated the indigenous population was 57% of the total, with Filipinos second at 17%, U.S. Statesiders at 2%, Micronesians at 13%, Koreans - 1.9%, Japanese -1.1%, and others at 8% of the total population of 35,758. The total projected population breakdown for 1989, including nonresident contract workers and others, are: CNMI (indigenous) - 23,377 (46.8%); Filipino - 11,938 (23.9%) ; U.S. Statesiders - 4,346 (8.7%); other Micronesian - 6,094 (12.2%); Koreans -1,199 (2.4%); Chinese - 599 (1.2%); Japanese -949 (1.9%); and Thais -250 (0.5%) and others - 1,200 (2.4%). Total 1989 estimated population is 49,952.

B. Health Data and Program Costs:

1. Births:

From 1980 to 1985 the number of live births averaged 632 per year. In 1986, births totalled 803, 1987 -975, 1988 -1,007 and 1989 -989.

Percent of births by ethnicity

Ethnic group:	1984	1985	1986	1987	1988	1989
CNMI Indigenous		58%	57%	54%	50%	51%
U.S. Statesiders			2%	1%	2%	2%
Filipinos		18%	17%	21%	28%	27%
Micronesians		18%	16%	14%	13%	15%
All others:		6%	8%	10%	7%	5%

There has been a significant increase of Filipino births. As the other groups increase, the indigenous population rate will continue to decrease.

From 1980 to 1989, statistics indicate that the majority of deliveries performed among the Micronesian entities were from (1) Palau, (2) Truk, and (3) Pohnpei. These represented an additional number of births not anticipated when the CNMI population was used as a base denominator. Also, most of these mothers and children are usually not eligible for

government insurance because their parents/spouses are neither employed nor working for the government. Because of the hospital's policy not to refuse services to anyone due to their (documented) inability to pay, the CHC is once again mandated to provide services and incur the costs for the majority of aliens and non-US citizens alike.

About 15% of the babies born in 1989 were Micronesian (1989 - based on deliveries). A similar situation occurs as with the Intensive Care Unit; the hospital administration will most likely be faced with the same problem in trying to identify funds to pay the bills. The 13%, or 148 Micronesian babies, costed out at \$750 per baby/mother per day; this includes \$370 labor/delivery, \$193 room/board per day, various laboratory tests, \$187 baby's care and others. Thus, 148 Micronesian deliveries costed to \$366,300 per year (148 x \$750 per day X 3.3 average days inpatient).

2. Tuberculosis:

Morbidity data are available by ethnicity. For example, in 1989 there were total of 6,098 TB encounters. Of this total, there were 109 Micronesian patients. All of them are on drug therapy for nine months. In 1989 data shows that 47.5% of the total encounters were Filipino, CNMI indigenous 4.4%, Micronesians with 2.1%, 46% all others. Thus about 95% of the cost of care for TB patients at the CHC are due to non-indigenous persons. The cost for treatment for nine months for one TB case averaged \$3,456 (\$384 x 9 months) during 1989. This includes inpatient/outpatient care, treatment, prophylaxis and other aspects of treatment. Thus, the total cost for the 109 Micronesian patients costed out at \$376,704 per year. While other diseases may not be as expensive to treat as TB, other diseases are expected to follow the same trend as TB and can be directly correlated to the increase in non-indigenous populations.

3. Physical examinations:

During 12 months of 1989, 8,484 physical examinations were conducted at the Public Health Division. Of these, 6,898 (81%) were non-resident contract worker physicals, 2% resident visa applicants, and others (such as student physicals) 6%. About 9% of the 6,898 physicals are estimated to be for Micronesians. Thus it is estimated that the 9% Micronesian physicals costed out at \$93,150: 621 persons X \$150 per person (physician time = \$38, nurse = \$26, support/administrative = \$12, laboratory = \$16, X-ray = \$28, and all others = \$30). During one month of 1990, physical examinations at Public Health averaged 1,786 (88% were for non-resident worker physicals, with foodhandlers second at 8%). Of the 1,786, 53 were Micronesian. To project for the whole year, the average number of physicals would be 21,432, with 636 of these Micronesian. The 636 times \$150 per

physical would total \$95,400 for 1990.

4. Immunizations:

This category of health care service includes usage of vaccine for diseases such as diptheria, pertussis, tetanus, polio, measles and rubella. The increase of births will impact on vaccine usage and provision of general clinic services as newborns receive routine vaccinations with their physical examinations. Public law dictates completion of immunization requirements for all school enterers. In December 1988, the CNMI began its Hepatitis B vaccination program. All children, from newborns to fifth graders, are being given the vaccine. Other target groups include high risk persons, such as hospital staff and Department of Public Safety staff. The cost of this program will increase dramatically at that time when the vaccine is no longer donated by the company, Merck/Sharp/Dhome. Vaccinations costs will naturally increase with the population increase.

During 1988 there were 1,007 births in the CNMI; these will complete their Hepatitis B vaccinations. Of this 1,007, 13% were Micronesians, totalling 131 children. The 131 Micronesian children times \$144/child to complete the entire immunization series costs out at \$18,864 (this includes the cost of vaccines, nurse/physician time, support/administrative services, etc.).

5. Intensive care:

Although close to 14% of total patients served in the Intensive Care Unit are Micronesian, they often represent an obstacle to administration as they often cannot pay their hospital bills. In addition, when a deceased person is to be shipped to their respective island, the hospital administration is usually left with the problem of finding ways to pay the bill, which can include air freight, transportation for the escort, long distance calls to the government, and embalming, among others.

We estimate about 18 $[1007 \times 13\% = (131 \times 14\%)]$ Micronesians encountered at the Intensive care unit with an estimated cost of \$3,500 per person per year. Thus, it costed out to \$63,000 for 18 Micronesians during Fiscal Year 1988.

6. Overall admissions:

The method of collection of admission data used by the CHC does not include information which would enlighten us as to why, what and which entities are impacting on the health system. For example, it is difficult to decide if a patient is from Truk or Pohnpei because "FSM" is the only entity given on the form. In short, the above mentioned issues are not always documented because our data collection system does not

include "ethnicity". Yet we are aware that influx of other populations are causing a definite impact on the CNMI health system.

The total patient admissions recorded during 1988 was 3,405. We conservatively estimate that about 9% of total admissions to the CHC are Micronesians. The average utilization rate per year in 1988 was 3.3 days in the hospital per person. The estimated cost per person per day is \$250. The 9%, or 306 Micronesians admitted during 1988, is costed out at \$252,450 per year (306 persons x \$250 per day x 3.3 average days in hospital).

7. Vital statistics (deaths):

For 1988 alone, death statistics among the FSM citizens, the Marshallese and Palauans show that Truk had the highest number of deaths reported for the year. This translated into dollars which the hospital often ends up paying, because a senior government official would call the CNMI government to help bail them out.

We estimate an average of 9 Micronesian deaths occurs each year in the CNMI. The cost of taking care of deaths is estimated at about \$950 per person. The costs covers for doctors and nurses times, freezer storage, embalming, communication/transportation and all other administrative costs. Thus, 9 Micronesian deaths and its care costed to \$8,550 during 1989.

8. Special health problems:

The following table was compiled by the Handicapped Children's Resource Center. It shows a breakdown of births by client's ethnicity in 1989.

	Total
Indigeneous	505
Palau	65
Pohnpei	29
Truk	51
Yap	5
Marshalls	4
Filipino	279
All other	<u>52</u>
Total:	989

Total Micronesian clientele for HCRC during 1989 was 146 persons (14.8% of 989 births). These cases were potentially serious in that they could well require long-term care, including possible referral to off-island facilities for specialized and high tech care. While it cannot be estimated

how many of these will require further and expensive follow up, we can estimate that probably one-fourth will require such services. For care from the HCRC alone, the estimated cost for the 146 Micronesians for 1989 is \$50,808 (\$348 per person per year X 146 persons). Of the estimated one-fourth, or 37, who will probably require further care, we estimate each will cost an average of \$14,500, bringing off island high tech care to \$536,500 over a period of years.

9. Communicable diseases:

This area is a major one and includes chronic disease detection and control, detection and control of sexually transmitted diseases, surveillance and other aspects of disease control. In 1988, there were 4,687 encounters at the CHC for communicable diseases. Of these, an estimated 703 (or 15%) were Micronesian. The average cost of one patient presenting for a communicable disease is about \$84; this includes manpower, treatment (shots, medication, etc.) counseling, and other services, for the initial and followup visits. Thus the total estimated cost for Micronesians coming to the CHC for communicable diseases was \$59,052 for 1988.

10. Public Health clinics:

These include Well Baby Clinic, Prenatal Clinic, Postpartum Clinic, Chest Clinic, School Program, Family Planning, Alcohol and Drug Abuse Counseling, and other services, such as home visits. Of the estimated 34,870 encounters at Public Health during 1988, 9% (3,105) were Micronesian. Each visit to Public Health averages \$186. Thus the Micronesian clients costs out at \$577,530 for 1988.

11. Dental:

Dental services provided include preventive treatment, extractions, filling, prosthetics, medication, prophylaxis, routine checkups and a school program. Total of 11,820 encounters recorded during 1988. Of the 11,820, about 15% were of Micronesian or 1,773. The average cost of care per visit is \$64.00. Thus, the Micronesian clientele cost of care is estimated at \$113,472 for 1988.

12. Medicaid:

The application of the average Medicaid cost per enrollee from the various island jurisdictions indicates that CNMI Government spent \$10,800 in providing health care to these individuals as a result of P.L. 99-239 during Fiscal Year 1988. Thus the estimated cost of Micronesians participating in the Medicaid program in 1989 totalled \$45,500.

13. Outpatient Department:

The estimated costs for Micronesian outpatients for pharmacy is estimated at \$336,000. This is based on the estimated 4,200 encounters X \$80 (actual cost) per encounter.

14. Federal Grants:

It is important to note that Federal health grant funds are granted to us based on a National formula using the indigenous population of 1980. The National formula is not scheduled for review and revision until the 1990 census results have been compiled. Thus grant funds do not cover the unanticipated non-indigenous population or the over-the-projected births to indigenous persons. However, we still must provide services to everyone through the Federal health programs. By law, no person is turned away due to race, creed, inability to pay, etc. Thus health programs, such as Maternal and Child Health, are constantly stretched to or beyond their financial limits.

In monetary terms, the health system support for the Micronesian population in the CNMI during 1989 totalled \$2,862,298. The table on the following page offers a summary of costs for Micronesians utilizing the CHC from 1987 to 1989.

<u>Category:</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>Total</u>
Births	\$314,325	\$324,225	\$366,300	1,004,850
TB	349,056	376,704*	376,704	1,102,464
PEs	73,200	93,150	95,400	261,750
Immuniz.	16,764	17,292	18,864	52,920
Intens. Care	64,400	66,500	63,000	193,900
Admission	194,891*	194,891	252,450	642,232
Deaths	8,550*	8,550*	8,550	25,650
Special Health (Handic)	500,500*	536,500	536,500*	1,573,500
Com. Dis.	59,052*	59,052	65,500*	183,604
Pub. Hea.	550,500*	577,530	577,530*	1,573,500
Dental	113,472*	113,472	120,000*	346,944
Medicaid	10,800*	10,800	45,500*	67,100
Others (Pharm, etc.)	300,000*	336,000*	336,000	912,000
Total	<u>2,555,510</u>	<u>2,714,666</u>	<u>2,862,298</u>	<u>8,132,474</u>

*
Estimated
figure

IMPACT OF U.S. PUBLIC LAW 99-239
on the
COMMONWEALTH OF THE NORTHERN MARIANAS
PUBLIC SCHOOL SYSTEM

The CNMI Public School System has had, and is experiencing an increasingly, significant number of students whose origin and citizenship is from the Federated States of Micronesia, the Republic of the Marshall Islands and Palau, now a Trust Territory but likely to be a freely associated state. Under the terms of the Compacts, and considering the CNMI Constitution guarantees a free public education to all those of school age who reside in the CNMI, these students are allowed to immigrate to the CNMI and attend public school at no cost to them or anyone, except our government.

The U.S. Congress had the foresight to anticipate the potential impact and increased demands placed on educational and social services by these citizens and enacted under P. L. 99-239, Section 104 (e)(6), an authorization to appropriate funds to offset this type of impact cost. Similar educational assistance was provided by the U.S. Congress to the Virgin Islands in the amount of \$5 million in FY 1987 and \$4.8 million in FY 1988 for the purpose of offsetting the costs of educating immigrating students from other Carribean islands.

Recognizing that students from Palau constitute almost half of the Micronesian students attending CNMI public schools and that Palau's political status may soon be resolved, the U.S. government should expedite the reporting required by Section 104(e), as the impact costs on the Public School System alone are becoming quite large and significant.

There are causes for concern that the influx of students from the Marshalls, FSM, and Palau will continue to escalate in the foreseeable future. Not all students, especially high school students, have the opportunity for free schooling on their home islands. Additionally, with the reduction of federal programs for education and the need to use Compact funding for other pressing infrastructure needs, the availability of free and perhaps better public education in the CNMI may seem quite attractive to Micronesian families. Coupled with the fact that many Micronesians already reside in the CNMI, it is easy to see how the trend of immigrating students from these areas may well continue to rise.

To illustrate the increasing financial strain caused by Micronesian immigration to our public schools, comparisons can be made between 1981-82, 1987-88, and 1988-89 school years.

CNMI Public School Statistics

	School Year -----	1981-82	1987-88	1988-89
A. Total Enrollment		4262	5246	5381
B. Total Micronesian Students *		375	544	618
C. % of Micronesians to Total		8.8	10.4	11.5
D. Average per pupil cost (est.)		\$1474	\$2650	\$2782
E. Cost applied to Micronesian students (B x D) estimated		\$552,750	\$1,441,600	\$1,719,276

* As indicated by students indicating their ethnic origin to be Marshall Islands, Kosrae, Pohnpei, Truk, Yap and Palau

The above statistics show almost a 14% rise in Micronesian students just last year, while total school enrollment only grew by 3%. Or, of the 135 additional students, 74 were Micronesian. In the last seven years, we have had a 65% increase of Micronesian students. For next school year, we can anticipate almost \$2 million will be needed to offset the cost of educating Micronesian students.

Admittedly, our surveys indicate "ethnicity" and not necessarily citizenship or residency status. However, we doubt that many of these Micronesian students would qualify for U.S. citizenship and that for purposes of demonstrating impact costs, these statistics are useful indicators of a large and growing fiscal problem to the CNMI government. Due to complicating factors, such as one parent of Northern Marianas descent and one parent of FSM descent, the data may not be considered to be 100% reliable. Nonetheless, while not "great" statistics, these are "good" statistics sufficient to initiate federal relief.

It is the Public School System's belief that this federal relief would best take place through lump sum appropriations, rather than by some formula or voucher system wherein each and every Micronesian immigrating student would result in X number of dollars and cents. The primary reason for requesting lump sum assistance would be to reduce the paperwork burden in compiling, maintaining, verifying and tracking citizenship data

of students, a full-time and exacting job of enormous complexities outside the present capability of the CNMI Public School System. The advantage of lump sum assistance is that it would satisfactorily address the issue of offsetting the costs of educating Micronesian students without increasing the burden to the host government.

We urge the Department of Interior and island governments to actively and vigorously pursue this important issue, as already more than one year has lapsed without the President complying with this legal provision. Each year of delay further aggravates the financial condition of the CNMI Public School System.

Furthermore, we recommend that a more detailed study of the problem not be required for the purposes of securing impact aid authorized by P.L. 99-239. While we agree that data collection is important and can be improved, it does not follow that financial assistance to alleviate the present and on-going impact of immigrating Micronesian students on the CNMI government should be withheld pending "further study".

IMPACT OF U.S. PL 99-239
(Compacts of Free Association)

on

NORTHERN MARIANAS COLLEGE

from

Fall Semester, 1988 through Spring Semester, 1990

During the past two and a half years Northern Marianas College has enrolled an average of about sixty (60) students from the three closely associated governments in the Marshall Islands, the Federated States of Micronesia (FSM), and Palau. As the attached chart indicates, these enrollments varied from a low of thirty-five (35) in Fall Semester, 1988 to a high of ninety-two (92) in Spring Semester, 1990.

Several years experience with these students shows that most of them must have concentrated instruction and tutoring in English, mathematics and the physical sciences for about a year before they can successfully complete regular courses for college credit. To be effective, remedial classes in these academic areas must be severely limited in enrollment so attention can be given to the specific instructional needs of each student.

It is estimated that this remedial instruction and tutoring for students from the Republic of the Marshall Islands, the FSM, and the Republic of Palau requires that Northern Marianas College hire the following additional instructors and tutors.

English instructors:	4 FTE
Math/Science instructors:	2FTE
English tutors:	4 FTE
Math/science tutors:	4 FTE

Annual costs for these instructors and tutors are estimated to be as follows.

Instructors:

Salaries (\$27,000 x 6) =	\$162,000
Recruitment/repatriation (\$6,000 x 6) =	36,000
Housing (\$6,000 x 6) =	36,000
Additional fringe benefits (\$1,500 x 6) =	9,000
	<u>\$243,000</u>

Tutors: \$3.50/hour x 8 tutors x 120 ^{DAYS} ~~hours~~/yr. x 4 hrs/day = \$13,440

TOTAL \$256,440

Once these students successfully completed their remedial courses in English, mathematics, and science, they began attending regular classes for full college credit. During this later stage of their attendance at the College they are pretty much absorbed by the regular operating costs of the College as a whole.

Unless the number of these students increases dramatically, we do not anticipate any strain on the resources of the College beyond their first year or so of attendance. This first year of remedial, however, is repeated each year as new students needing special remedial help arrive from the other areas of Micronesia.

Justice System

The Criminal Justice System in the CNMI has been kept busy with the rising number of crimes in the community. Part of the contributing factors to these increases is the increasing presence of non-CNMI residents within the daily population including the rising number of Micronesians.

The following data are provided to illustrate the CNMI's justice system's total case-loads, the percentage of their Micronesians clients, and conservative estimates of the costs incurred by the CNMI in responding to this population both as perpetrators and victims of crime. The years 1986 through 1988 are used and the costs include personnel, operations, and other-related expenses incurred to provide services to Micronesians.

The first Table ___ represents the Juvenile Arrests provided by the Department of Public Safety for the years 1986 through 1988. The offenses committed by citizens of the Federated States of Micronesia, Republic of the Marshalls, and the Republic of Palau are also shown. In total, it is estimated that the Juvenile Unit has incurred approximately \$47,577 for the three year period.

The total complaints filed at the Department of Public Safety (DPS) totalled 1,836 in 1986 and 1,471 in 1987. The data on arrests following the incidents are not readily available to determine the extent of Micronesians involvement at the DPS level. However, subsequent data in the criminal justice system flow will reveal that Micronesians do in fact contribute significantly to the crimes committed in the CNMI.

The CNMI Trial Court hears civil and criminal cases including traffic offenses. The data shown in Table ___ show only the DUI cases heard during 1987 and 1988. The total number of clients and dollar amount are conservative and do not include probate, civil, and criminal cases. The DUI cases for the two-year period has incurred an estimated \$16,000.

The CNMI has a local law that authorizes juvenile cases to be under the jurisdiction of the Division of Youth Services (DYS). The DHS has two units, the Juvenile Corrections Unit and the Child & Family Services Unit, that serves juvenile population. Table ___ shows the estimated number of juvenile Micronesians clients served and the estimated amount of dollars spent by the Unit. Table ___ shows the case-load for the Child & Family Services, the number of Micronesians served and the amount of CNMI dollars incurred for the three-year period. The DHS has spent an estimated \$136,800.90 dollars in providing direct services to Micronesians.

The total number of Micronesians provided legal representation and the amount of dollars spent by the Office of the Public Defender is shown in Table ___. The Office of the Public Defender has incurred an estimated \$111,805 for the three-year period providing direct legal services to indigent Micronesians. The Prosecution data are not readily available but the number of cases appearing before the Public Defender were cases directly filed by the Office of the Attorney General. The amount reflected for the defense of Micronesians clients is conservative and can also be used as a conservative estimate for the costs incurred in the prosecution of Micronesians offenders. Thus, the prosecution can also safely estimate an expense of \$111,805 for prosecution costs.

The Division of Corrections (Prison) of the Department of Public Safety has provided a detailed breakdown of the ethnicity of their inmates and is shown in Table ___. Micronesians have contributed immensely to the workload and prison overcrowding in the

CNMI. The conservative estimate that DOC has incurred in incarcerating DUI and criminal-type offenders for the three-year period is \$138,342.89.

Again, the CNMI Justice System has been adversely affected by the presence and involvement of Micronesians in the justice system both as perpetrators and as victims. A conservative estimate of the total costs incurred by the CNMI justice system is shown in the following:

Law Enforcement:	\$ 47,577.00	
Prosecution:	\$111,805.00	
Defense:	\$111,805.00	
Adjudication:	\$ 16,000.00	(DUI cases only for 1987 & 1988)
Child Abuse Cases	\$135,600.90	(DYS CFS Clients)
Corrections (adult)	\$138,342.89	
Juvenile Detention	\$ 1,200.00	(DYS JCU Clients)
<hr/>		
TOTAL COSTS	<u>\$562,330.79</u>	

Table _____

Department of Public Safety
Juvenile Unit
Saipan, MP 96950

Micronesian Juveniles Arrested in the CNMI

Offenses	Year			TOTAL
	1986	1987	1988	
Homicide	00	01	00	01
Assault & Battery	12	03	01	16
Burglary	11	17	09	37
Theft	04	05	12	21
Auto Theft	10	00	03	13
Arson	00	00	01	01
Criminal Mischief/Vandalism	07	06	05	18
Disturbing the Peace	10	08	03	21
Marijuana	02	03	00	05
Firearm, Illegal Possession	00	01	00	01
Trespass	00	01	00	01
Forgery	00	00	01	01
Escape	00	00	01	01
Warrant	00	02	02	04
Truancy	03	11	15	29
Minor Consuming Liquor	02	07	02	11
Beyond Control	00	02	00	02
Curfew Violations	00	00	01	01
Tobacco Violations	00	00	01	01
TOTAL OFFENSES	61	67	57	185

TOTAL JUVENILES ARRESTED

	1986	1987	1988	TOTAL
(1) Total Number Arrested in the CNMI:	166	204	164	534
(2) Total Number of Micronesians Arrested:	61	67	57	185
(3) Percentage of Micronesian Arrestees:	37%	33%	35%	35%

Amount of Resources Expended

1986	1987	1988	TOTAL
\$14,701	\$14,807	\$18,069	\$47,577.00

Table ____

Commonwealth Trial Court
Civic Center
Saipan, MP 96950

MICRONESIAN OFFENDERS

*Driving Under the Influence (DUI)
Cases Heard Before the Trial Court*

Year	Total Number of Micronesians Tried for DUI Offenses	Estimated Amount Expended for Trial (Personnel & Material)
1987	101	\$ 6,000.00
1988	153	\$10,000.00
TOTAL 253		\$16,000.00

Table ____

Department of Community & Cultural Affairs
Division of Youth Services
Juvenile Corrections Unit

Estimated Number of Micronesian Clients Per Year

Year	Estimated Number of Micronesian Clients	Estimated Amount Expended (Personnel & Resources)
1986	20	\$ 300.00
1987	20	\$ 400.00
1988	20	\$ 500.00
TOTAL	60	\$1,200.00

Table _____

Child & Family Services Unit
Division of Youth Services
Department of Community & Cultural Affairs

Micronesian Clients Served by the Unit

(Victims of Abuse, Neglect, & Sexual Molestation)

Section I: Total Clients by Jurisdictions

Year	FSM	Marshall's	Palau	Total
1986	10	02	08	20
1987	05	00	07	12
1988	17	00	13	30
TOTAL	32	02	28	62

Section II: Percentage of Total Clients to Micronesian Clients

Year	Total Clients	Total Micronesian Clients	Percentage Micronesian
1986	121	20	17%
1987	143	12	08.4%
1988	218	30	14%
TOTAL	482	62	13%

Section III: Total Costs Incurred by Micronesian Clients

Year	Total Client	Total Budget	Costs Per Client	Costs Incurred by Micronesian
1986	121	\$279,156.00	\$2,307.07	\$46,141.40
1987	143	\$390,999.00	\$2,734.25	\$32,811.00
1988	218	\$426,180.00	\$1,954.95	\$56,648.50
TOTAL	482	\$1,096,335		\$135,600.90

Table _____

Office of the Public Defender
Commonwealth of the Northern Mariana Island
 Saipan, MP 96950

Ethnic Groups Represented by the Public Defender

Section I: Total Client by Jurisdictions

Year	FSM	Marshalls	Palau	Total
1986	60	02	54	116
1987	44	02	61	107
1988	53	02	52	107
TOTAL	157	06	167	330

Section II: Percentage of Micronesians Served

Year	Total Clients Served	Total Micronesian Clients Served	Percentage of Micronesian Clients
1986	570	116	20.3%
1987	590	107	18.1%
1988	605	107	18%
TOTAL	1,765	330	19%

Section III: Total Costs Incurred by Micronesian Clients

Year	Total Clients Served	Total Budget	Costs Per Client	Total Cost Incurred by Micronesian Client
1986	570	\$185,400.00	\$325.26	\$37,730.16
1987	590	\$190,400.00	\$322.71	\$34,529.97
1988	605	\$223,600.00	\$369.58	\$39,545.06
TOTAL	1,765	\$599,400.00		\$111,805.00

*Department of Public Safety
Juvenile Unit
Saipan, MP 96950*

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Offenses	Year			TOTAL
	1986	1987	1988	
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Theft	04	05	12	21
Auto Theft	10	00	03	13
Arson	00	00	01	01
Criminal Mischief/Vandalism	07	06	05	18
Disturbing the Peace	10	08	03	21
Marijuana	02	03	00	05
Firearm, Illegal Possession	00	01	00	01
Trespass	00	01	00	01
Forgery	00	00	01	01
Escape	00	00	01	01
Warrant	00	02	02	04
Truancy	03	11	15	29
Minor Consuming Liquor	02	07	02	11
Beyond Control	00	02	00	02
Curfew Violations	00	00	01	01
Tobacco Violations	00	00	01	01
TOTAL OFFENSES	61	67	57	185

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Amount of Resources Expended

1986	1987	1988	TOTAL
\$14,701	\$14,807	\$18,069	\$47,577

Division of Corrections Micronesian Inmate Data

PART I. Conviction for DRIVING UNDER THE INFLUENCE(DUI) of Alcohol

Year	Ethnicity/Nationality	Number Inmate	Total # Days Incarcerated	Amount per Day	Amount Per Year
1986	Marshalls	1	3	\$ 11.83	\$ 35.49
	FSM	38	354	\$ 11.83	\$ 4,187.82
	Palau	30	228	\$ 11.83	\$ 2,697.24
	Sub-Total	69	585	\$ 11.83	\$6,920.55
1987	Marshalls	1	3	\$ 24.25	\$ 72.75
	FSM	19	181	\$ 24.25	\$ 4,389.25
	Palau	28	249	\$ 24.25	\$ 6,038.25
	Sub-Total	48	433	\$ 24.25	\$10,500.25
1988	Marshalls	2	6	\$ 25.31	\$ 151.86
	FSM	50	246	\$ 25.31	\$ 6,226.26
	Palau	49	275	\$ 25.31	\$ 6,960.25
	Sub-Total	101	527	\$ 25.31	\$13,338.37

TOTAL

\$30,759.17

PART II. Conviction for CRIMINAL-TYPE OFFENSES

Year	Ethnicity/Nationality	Number Inmate	Total # Days Incarcerated	Amount Per Day	Amount Per Year
1986	Marshalls	0	0	\$ 0	\$ 0
	FSM	4	403	\$ 11.83	\$ 4,767.49
	Palau	4	937	\$ 11.83	\$ 11,084.71
	Sub-Total	8	1,340	\$ 11.83	\$15,852.20
1987	Marshalls	0	0	\$ 0	\$ 0
	FSM	3	341	\$ 24.25	\$ 8,269.25
	Palau	5	893	\$ 24.25	\$ 21,655.25
	Sub-Total	8	1,234	\$24.25	\$29,924.50
1988	Marshalls	0	0	\$ 0	\$ 0
	FSM	6	1,412	\$ 25.31	\$ 35,737.72
	Palau	8	1,030	\$ 25.31	\$ 26,069.30
	Sub-Total	14	2,442	\$25.31	\$61,807.02

TOTAL

\$107,583.72

Year	Ethnicity/Nationality	DUI Related Costs	Criminal-Type Conviction	Total
1986-88	Marshalls	\$ 260.10	0	\$ 260.10
1986-88	FSM	\$14,803.33	\$48,774.46	\$ 63,577.79
1986-88	Palau	\$15,695.74	\$58,809.26	\$ 74,505.00
	TOTAL	\$30,759.17	\$107,583.72	\$138,342.89

Commonwealth Trial Court
Civic Center
Saipan, MP 96950

MICRONESIAN OFFENDERS

*Driving Under the Influence (DUI)
Cases Heard Before the Trial Court*

Year	Total Number of Micronesians Tried for DUI Offenses	Estimated Amount Expended for Trial (Personnel & Material)
1987	101	\$ 6,000.00
1988	153	\$10,000.00
TOTAL	253	\$16,000.00

Division of Youth Services
Juvenile Corrections Unit

Estimated Number of Micronesian Clients Per Year

Year	Estimated Number of Micronesian Clients	Estimated Amount Expended (Personnel & Resources)
1986	20	\$ 300.00
1987	20	\$ 400.00
1988	20	\$ 500.00
TOTAL	60	\$1,200.00

Table _____

Division of Corrections Micronesian Inmate Data

Section I. Conviction for DRIVING UNDER THE INFLUENCE (DUI) of Alcohol

Year	Ethnicity/Nationality	Number Inmate	Total # Days Incarcerated	Amount per Day	Amount Per Year
1986	Marshalls	1	3	\$ 11.83	\$ 35.49
	FSM	38	354	\$ 11.83	\$ 4,187.82
	Palau	30	228	\$ 11.83	\$ 2,697.24
	Sub-Total	69	585	\$ 11.83	\$6,920.55
1987	Marshalls	1	3	\$ 24.25	\$ 72.75
	FSM	19	181	\$ 24.25	\$ 4,389.25
	Palau	28	249	\$ 24.25	\$ 6,038.25
	Sub-Total	48	433	\$ 24.25	\$10,500.25
1988	Marshalls	2	6	\$ 25.31	\$ 151.86
	FSM	50	246	\$ 25.31	\$ 6,226.26
	Palau	49	275	\$ 25.31	\$ 6,960.25
	Sub-Total	101	527	\$ 25.31	\$13,338.37
TOTAL					\$30,759.17

Section II. Conviction for CRIMINAL-TYPE OFFENSES

Year	Ethnicity/Nationality	Number Inmate	Total # Days Incarcerated	Amount Per Day	Amount Per Year
1986	Marshalls	0	0	\$ 0	\$ 0
	FSM	4	403	\$ 11.83	\$ 4,767.49
	Palau	4	937	\$ 11.83	\$ 11,084.71
	Sub-Total	8	1,340	\$ 11.83	\$15,852.20
1987	Marshalls	0	0	\$ 0	\$ 0
	FSM	3	341	\$ 24.25	\$ 8,269.25
	Palau	5	893	\$ 24.25	\$ 21,655.25
	Sub-Total	8	1,234	\$24.25	\$29,924.50
1988	Marshalls	0	0	\$ 0	\$ 0
	FSM	6	1,412	\$ 25.31	\$ 35,737.72
	Palau	8	1,030	\$ 25.31	\$ 26,069.30
	Sub-Total	14	2,442	\$25.31	\$61,807.02
TOTAL					\$107,583.72

Section III: Total Costs Incurred by Micronesian Inmates

Year	Ethnicity/Nationality	DUI Related Costs	Criminal-Type Conviction	Total
1986-88	Marshalls	\$ 260.10	0	\$ 260.10
1986-88	FSM	\$14,803.33	\$48,774.46	\$ 63,577.79
1986-88	Palau	\$15,695.74	\$58,809.26	\$ 74,505.00
TOTAL		\$30,759.17	\$107,583.72	\$138,342.89

DEPARTMENT OF COMMERCE AND LABOR

The adverse consequence facing the Department of Commerce and Labor resulting from the Compact of the Micronesian Districts fall on the almost all of its activities or functions. These functions include the monitoring and enforcement of labor laws and regulations, services for the purpose of employment in the private sector and services rendered to and for the establishment of trade and investment activities.

The population of the target group (People from Palau, Yap, Marshalls, Pohnpei and Truk) has increased significantly, almost 90 percent from 1,461 in 1980 to 2,767 in 1989 (Tables 1 & 2). The age group that may require the services of the Department of Commerce and Labor is the 15 to 59 years old who are classified as the "working age " group. The population of the working age group has also increased by 93 percent from 867 in 1980 to 1,677 in 1989 (Table 4). The greatest increased in this age group among the five districts is the Trukese population which increased by 201 percent from 147 in 1980 to 443 in 1989. The Trukese is also the largest ethnic work-force among the districts in the Garment industry both in number and percentage (Table 5).

The cost of services provided by the Department to the target age group directly or indirectly is not built into the department's budget which becomes an added cost and workload that prevents the

Divisions to function properly in executing their duties.

An estimated minimum cost of \$69,790 is needed to provide services to the target population at \$42. per individual.

TABLE 1

PROJECTED POPULATION OF MICRONESIANS IN THE CNMI BY ENTITY AND AGE, 1980.

AGE GROUP	CNMI POPULATION	TOTAL MICRO- NESIANS	REPUBLIC OF THE MARSHALLS	REPUBLIC OF THE PALAU	FSM			
					PONAPE	TRUK	YAP	OTHER*
TOTAL..	16780	1461	129	735	198	248	89	62
UNDER 5 YRS.	2464	188	20	87	26	35	13	7
5 TO 9 YRS.	2148	178	18	93	22	31	9	5
10 TO 14 YRS.	2193	193	22	104	18	29	17	3
15 TO 19 YRS.	1703	194	19	91	32	30	9	13
20 TO 24 YRS.	1512	186	13	75	33	37	15	13
25 TO 29 YRS.	1463	134	12	67	15	25	8	7
30 TO 34 YRS.	1303	119	8	74	11	16	5	5
35 TO 44 YRS.	1688	150	9	90	19	21	3	8
45 TO 54 YRS.	1156	55	4	25	7	13	5	1
55 TO 59 YRS.	388	29	2	13	6	5	3	0
60 TO 64 YRS.	267	18	1	10	4	3	0	0
65 & OVER	495	17	1	6	5	3	2	0
Working Age 15 - 59 Yrs.	9213	867	67	435	123	147	48	47

Source: PC80-1-C/D57A, Table 26

* = Includes Kosraean, Mortlockese, Ulithian, Pingelapese, etc.

TABLE 2

PROJECTED POPULATION OF MICRONESIANS IN THE CNMI BY ENTITY AND AGE, 1989.

AGE GROUP	CNMI POPULATION	TOTAL MICRO- NESIANS	REPUBLIC OF THE MARSHALLS	REPUBLIC OF THE PALAU	FSM			
					PONAPE	TRUK	YAP	OTHER*
TOTAL..	22286	2767	86	1378	402	676	146	79
UNDER 5 YRS.	3743	606	5	286	98	151	48	18
5 TO 9 YRS.	3099	241	7	145	31	43	9	6
10 TO 14 YRS.	2370	196	18	111	19	31	15	2
15 TO 19 YRS.	2144	267	11	146	41	39	17	13
20 TO 24 YRS.	2103	386	12	127	76	125	31	15
25 TO 29 YRS.	1622	369	12	165	48	128	8	8
30 TO 34 YRS.	1472	288	9	142	31	96	6	4
35 TO 44 YRS.	2604	249	7	166	29	31	5	11
45 TO 54 YRS.	1553	76	2	43	9	17	3	2
55 TO 59 YRS.	564	42	2	21	8	7	4	0
60 TO 64 YRS.	388	30	1	19	6	4	0	0
65 & OVER	624	17	0	7	6	4	0	0
Working Age 15 - 59 Yrs.	12062	1677 ¹⁷²⁴	55	810	242	443	74	53

Source: Statistical Projection done by the Department.

* = Includes Kosraean, Mortlockese, Ulithian, Pingelapese, etc.

TABLE 3

POPULATION OF MICRONESIANS IN THE CNMI BY ENTITY, 1980 & 1989.

YEAR	CNMI POPULATION	TOTAL MICRO- NESIANS	REPUBLIC OF THE MARSHALLS	REPUBLIC OF THE PALAU	FSM			
					PONAPE	TRUK	YAP	OTHER*
1980 (Actual).	16780	1461	129	735	198	248	89	62
1989 (Est.)..	22286	2767	86	1378	402	676	146	79
% CHANGE 1980 TO 1989	32.8	89.4	-33.3	87.5	103.0	172.6	64.0	27.4

Source: PC80-1-C/D57A, Table 26; Projection by Department of Commerce and Labor.

* = Includes Kosraean, Mortlockese, Ulithian, Pingelapese, etc.

TABLE 4

POPULATION OF MICRONESIANS IN THE CNMI 15 TO 59 YEARS OLD BY ENTITY, 1980 AND 1989

YEAR	CNMI POPULATION	TOTAL MICRO- NESIANS	REPUBLIC OF THE MARSHALLS	REPUBLIC OF THE PALAU	FSM			
					PONAPE	TRUK	YAP	OTHER
1980 (Actual).	9213	867	67	435	123	147	48	47
1989 (Est.)..	12062	1677	55	810	242	443	74	53
% CHANGE 1980 TO 1989	30.9	93.4	-17.9	86.2	96.7	201.4	54.2	12.8

Source: PC80-1-C/D57A, Table 26; Projection by Department of Commerce and Labor.

* = Includes Kosraean, Mortlockese, Ulithian, Pingelapese, etc.

TABLE 5

GARMENT INDUSTRY
WORKFORCE
By Ethnicity

As of 1/31/89

ETHNICITY	TOTAL	PERCENT	
=====	=====	=====	
TOTAL.....	4043	100.0	%
			=====
RESIDENT.....	729	18.0	100.0
CHAMORRO	171	4.2	23.5
CAROLINIAN	105	2.6	14.4
TRUKESE	253	6.3	34.7
PONAPEAN	45	1.1	6.2
PALAUAN	64	1.6	8.8
YAPESE	8	0.2	1.1
MARSHALLESE	1	0.0	0.1
CAUCASIAN	2	0.0	0.3
ASIAN	80	2.0	11.0
FILIPINOS	71	1.8	9.7
CHINESE	4	0.1	0.5
KOREANS	2	0.0	0.3
TAIWANESE	2	0.0	0.3
THAILANESE	1	0.0	0.1
NON-RESIDENT.....	3314	82.0	100.0
KOREAN	1714	42.4	51.7
CHINESE	911	22.5	27.5
FILIPINO	164	4.1	4.9
THAILANESE	524	13.0	15.8
JAPANESE	1	0.0	0.0
=====	=====	=====	=====

Prepared: 3/29/89